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ABSTRACT

Greater Avenues for Independence (GAIN), California's welfare reform program, provides education, job services, and support services to welfare recipients to promote self-sufficiency and eliminate welfare dependency. In 1989, a survey was conducted of all California community colleges to gather information on GAIN participants, services, and funding. Study findings included the following: (1) about 75% of California's 107 community colleges had GAIN participants in 1988-89; (2) colleges reported nearly eight times more GAIN students in 1988-89 than in 1986-87; (3) approximately 58% of the GAIN students whose characteristics were reported were non-white, 84% were over 24 years of age, and 68% were female; (4) regular GAIN average daily attendance revenue almost tripled from 1987-88 to 1988-89; (5) almost 90% of the responding colleges had GAIN students in vocational education, 80% in ESL classes, 62% in adult basic education and general educational development instruction, and 56% in college-based counseling; and (6) many colleges and county welfare departments still needed to establish comprehensive identification and tracking procedures for GAIN participants, particularly for vocational and self-initiated students. Appendixes include survey data. (JMC)

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GAIN in the Community Colleges: A Report on the 1988-89 Survey.

Jim Hill

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Dale Rezabek

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Board of Governors
California Community Colleges
May 10-11, 1990

GAIN IN THE COMMUNITY COLLEGES: A REPORT ON THE 1988-89 SURVEY

6

A Report

Background

Greater Avenues for Independence (GAIN), California's landmark welfare reform program, now operates in counties throughout the state. It provides education, job services, and support services to welfare recipients to promote self-sufficiency and to eliminate welfare dependency. The California Community Colleges are one of five major systems that work together to serve GAIN participants.

Assembly Bill 2580 (Chapter 1025, Statutes of 1985), the legislation that created GAIN, requires the Chancellor's Office to help establish college GAIN programs, to administer special funds for GAIN, to provide technical assistance to local program personnel, and to provide for statewide monitoring of the program within community colleges. Currently there is no statewide automated collection of GAIN data to monitor the development and effects of college GAIN programs. However, the Chancellor's Office GAIN staff has established a GAIN student identifier and an annual report structure within the Community College Management Information System (MIS) now being developed. Once the system is fully implemented, the Chancellor's Office will be able to produce a yearly analysis of GAIN program characteristics and outcomes. This analysis will include a comparison of non-GAIN and GAIN student outcomes such as grade point average, units attempted, and units completed.

Until that time, we must rely primarily on survey data about GAIN students, services, and funding to describe GAIN in the colleges. The 1988-89 GAIN Survey discussed here follows the *GAIN Survey/Study Summary Report* published in March 1988, which examined college GAIN reports and estimates for 1986-87, 1987-88 and 1988-89.

Thus, the current survey is part of an ongoing effort to determine the scope of GAIN in community colleges. It provides a preliminary profile of college GAIN programs that highlights important differences and similarities to the other organizations involved in the delivery of GAIN education services. The data collected will assist the Legislature in its task of monitoring and improving the statewide

implementation of GAIN. Moreover, it supports State and local planning for the many GAIN activities that involve community colleges. And, the survey allows local GAIN personnel to examine their own programs within the larger context of the entire system.

Analysis

This report compiles data on GAIN in the community colleges during the program's early implementation. Findings fall into three main areas: growth, comprehensive service delivery, and interagency coordination.

Growth

The numbers of GAIN participants in community colleges and the funding resources to provide GAIN services have steadily increased during the first three years of implementation.

- About three-fourths of the 107 community colleges had GAIN participants in 1988-89.
- Colleges reported 15,554 GAIN students in 1988-89, nearly eight times more than reported for 1986-87.
- Approximately 58 percent of GAIN students whose characteristics were reported were non-White; 84 percent were age 25 or older; and 68 percent were women.
- Total GAIN funds in the community colleges exceeded $26 million in 1988-89. Fifty-six percent of this amount was generated through Average Daily Attendance (ADA) and 44 percent came from local contracts. Twenty percent of all funds entered the colleges through local Job Training Partnership Act (JTPA) contracts.
- Regular GAIN ADA revenue almost tripled from 1987-88 to 1988-89, from $4.3 million to $12.4 million. Additional GAIN ADA more than doubled, from $1.2 million to $2.5 million.

Colleges should expect further growth and diversity in the GAIN program as a result of the federal Family Support Act of 1988. The Act created the Job Opportunities and Basic Skills (JOBS) program, which mandates nationwide welfare reform similar to the GAIN effort in California. It expands the categories of welfare clients who must participate, thereby increasing potential community college GAIN involvement.

Comprehensive Service Delivery

As a group, GAIN participants in the community colleges used the full complement of GAIN-legislated services.

- Almost 90 percent of responding colleges have GAIN students in vocational education.
- Eighty percent report participants in English as a Second Language (ESL) classes.
- Sixty-two percent have GAIN students in Adult Basic Education (ABE) and General Educational Development (GED) instruction.
- Fifty-six percent report GAIN participants in college-based counseling.
- Seventy-seven percent of the GAIN ADA units generated in 1988-89 came from courses taken as part of vocational programs. The remaining 23 percent were for basic skills instruction.

The broad range of GAIN services makes community colleges unique in the comprehensiveness of their GAIN instructional and support opportunities. It also involves colleges in a wide spectrum of program and policy issues as State GAIN and federal JOBS regulations merge and reshape the program structure.

Interagency Coordination

Qualitative data from the telephone interviews in the survey reveal that many community colleges have increasingly collaborated with other agencies during these early years of program implementation to identify, place, and monitor GAIN participants. Colleges have created formal consortia to coordinate services and have established GAIN centers on campus which include welfare department specialists. They have hired special GAIN liaison counselors and have developed computer software to monitor GAIN students. But despite these innovations, the interviews suggest that we cannot yet determine the precise number and characteristics of college GAIN participants. There is a need for greater interagency coordination.

- Many colleges and county welfare departments still need to establish comprehensive identification and tracking procedures for GAIN participants, particularly for vocational and self-initiated students (students who enrolled in college before registering for GAIN).
- Only 27 colleges had a GAIN identifier in their automated student record system.

- Confusion about terminology defined in the GAIN legislation has produced a lack of uniform record-keeping definitions. This further exacerbates systematic monitoring and confounds efforts to compare GAIN participants in meaningful ways.

The findings on data definitions and collection will help guide future technical assistance for the community colleges. They also will support State agency deliberations that seek to encourage local coordination, strengthen management information systems, and clarify GAIN policy and terminology.

Staff Presentation

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GAIN in the Community Colleges

A Report on the
1988-89 Survey of GAIN
Participants, Services, and Funding

California
Community
Colleges

March 1990

GAIN in the Community Colleges

A Report on the 1988-89 Survey of
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March 1990

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Executive Summary

The GAIN program attempts to combat welfare dependency and to promote full employment by providing education, job services, and support services to eligible welfare recipients. The California Community Colleges are one of five major systems that cooperate to serve GAIN participants. This report compiles data on GAIN in the community colleges during the program's early implementation. Findings fall into three main areas: growth, comprehensive service delivery, and interagency coordination.

Growth

The numbers of GAIN participants in community colleges and the funding resources to provide GAIN services have steadily increased during the first three years of implementation.

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GAIN IN THE COMMUNITY COLLEGES

A REPORT ON THE 1988-89 SURVEY OF GAIN PARTICIPANTS, SERVICES, AND FUNDING

I. PURPOSE

Greater Avenues for Independence (GAIN), California's landmark welfare reform program, now operates in counties throughout the state. It provides education, job services, and support services to welfare recipients to promote self-sufficiency and to eliminate welfare dependency. The Community Colleges are one of five major systems that work together to serve GAIN participants.

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Thus, the current survey is part of an ongoing effort to determine the scope of GAIN in community colleges. It provides a preliminary profile of college GAIN programs that highlights important differences and similarities to the other organizations involved in the delivery of GAIN education services. The data collected will assist the Legislature in its task of monitoring and improving the statewide implementation of GAIN. Moreover, it supports State and local planning for the many GAIN activities that involve community colleges. And, the survey allows local GAIN personnel to examine their own programs within the larger context of the entire system.

II. METHODOLOGY

In spring 1989, we developed questionnaires to collect GAIN program data in two phases. Phase 1 consisted of a telephone interview with staff at each community college. Its purpose was to (1) ascertain the appropriate contact person for GAIN information at each college; (2) determine how program information enters and moves through each college; and (3) find out specifically what types of statistics are kept on GAIN students and services (see Appendix A).

Phase 2, the written portion of the survey, followed in late spring. We mailed it to the designated GAIN contact person(s) at each college. Phase 2 asked for the "numbers" on GAIN students, services, and funding: (1) How many GAIN students attend the college, and what are some of their characteristics? (2) What college-based GAIN services are used by participants, and what college support programs are used? and (3) What GAIN contract funds support GAIN activities, and what services do those contracts pay for? (see Appendix A).

The compilation of Phase 1 and Phase 2 data describes the current status of GAIN in the California Community Colleges. Personnel from all colleges were interviewed for Phase 1. In Phase 2, 92 colleges (85% of the total) responded to the survey. Of the nonrespondents, ten colleges had indicated in Phase 1 that they had GAIN students; nearly all of these mentioned just "a few" students on campus. Thus, the survey encompassed almost the entire range of GAIN activity in the colleges.

We analyzed and tabulated the survey data in the summer of 1989. We contacted colleges that were late with information or that provided incomplete or contradictory statistics, until we had collected almost all available community college GAIN data. Finally, we calculated dollar amounts from Second Period reports on statewide Average Daily Attendance (ADA) for GAIN students, and from Additional GAIN ADA applications approved by the Chancellor's Office and the State Department of Social Services (SDSS). We added these amounts to the survey data on GAIN contracts to complete the review of GAIN fiscal resources in 1988-89.

III. FINDINGS

GAIN Students: Total Enrollment

We asked colleges to provide the total, unduplicated count of enrolled GAIN students for the fall and spring terms of 1988-89. The count includes all students actually registered in GAIN and attending college, including those who later left the program on GAIN deferral. We also asked colleges to provide the ethnic background, age at college entry, and gender of GAIN students. Further, we requested a breakdown by eligibility status ("Mandatory" versus

"Voluntary" GAIN participants) and by mode of entry into college ("Self-initiated" versus "Referred" students).

Seventy-four colleges submitted counts of their GAIN students; 18 others reported no students for the year. (Those that reported no students include several Los Angeles County campuses that anticipate large numbers of GAIN students, but had not enrolled any as of the survey date.) The combined state total for 1988-89 was 15,554 students.

This total reflects most colleges in the system that have GAIN students, but Phase 1 data suggest that it is less than the true total. That is because comprehensive identification and referral does not exist for most colleges; only 27 colleges track GAIN students through the campus computer system. Many colleges rely on limited data from county welfare departments to identify their GAIN students, and some receive records from only one of the several counties they serve. In addition, some colleges track either credit or noncredit students, but not both; some track basic skills students, but not vocational students.

GAIN Students: Demographic Characteristics

The available data on demographic characteristics of GAIN students are incomplete when compiled at the statewide level. Approximately two-thirds of responding colleges were able to provide the gender and ethnic background of their students; less than one-half could provide their ages at the time they entered college (Tables 1-3). *Thus, statewide statistics on GAIN student characteristics are limited in scope*, since they do not reflect a complete census nor do they necessarily derive from a representative sample.

The numbers that are available on the ethnic background of GAIN students suggest that most are non-White (58%). Whites make up the largest category of students (42%); one-fourth of the students are Hispanic (24.9%). The numbers of Asians and Blacks statewide are nearly equal (14.1% and 13.3%, respectively) (Table 1).

TABLE 1
Ethnic Background

Total Students Reported			Students Whose Ethnic Background is Known (10,206)						
Total Students	Ethnicity Known	Ethnicity Unknown	American Indian	Asian/ Pac. Is.	Black	White	Hispanic	Filipino	Other
15,554*	10,206	5,348	228	1,438	1,354	4,285	2,546	97	258
100%	65.6%	34.4%	2.2%	14.1%	13.3%	42.0%	24.9%	1.0%	2.5%

* Seventy four colleges submitted GAIN student counts. (Ten other colleges noted GAIN students in the Phase 1 telephone survey, but did not submit written reports.)

Of the GAIN students whose age at college entry is known (Table 2), the large majority are 25 or older (83.6%). Nearly one-third, in fact, are age forty or older (30.7%). Over one-half (52.9%) are between 25 and 40. (Percentages of older GAIN students in most colleges are likely to be somewhat lower than reflected here, however, since the college with the largest GAIN student enrollment – Modesto – reported a uniquely high proportion of students over age 39.)

TABLE 2
Age at College Entry

Total Students Reported			Students Whose Age is Known (7,531)				
Total Students	Age Known	Age Unknown	Under 20 Years	20-24 Years	25-39 Years	40-49 Years	50 + Years
15,554*	7,531	8,023	375	860	3,981	1,839	476
100%	48.4%	51.6%	5.0%	11.4%	52.9%	24.4%	6.3%

* Seventy four colleges submitted GAIN student counts. (Ten other colleges noted GAIN students in the Phase I telephone survey, but did not submit written reports.)

Available data on student gender suggests that over two-thirds of GAIN students (68.2%) are female (Table 3).

TABLE 3
Gender

Total Students Reported			Students Whose Gender is Known (10,382)	
Total Students	Gender Known	Gender Unknown	Male	Female
15,554*	10,382	5,712	3,304	7,078
100%	66.8%	33.2%	31.8%	68.2%

* Seventy-four colleges submitted GAIN student counts. (Ten other colleges noted GAIN students in the Phase I telephone survey, but did not submit written reports.)

As a rule, colleges do not record a GAIN student's eligibility status (Mandatory or Voluntary) or mode of entry into college (Self-initiated or Referred) and we have not provided a statewide compilation. Furthermore, Phase 1 data suggest a wide variation in understanding of the statutory definitions of these categories. Colleges and county welfare departments around the state interpret the definitions differently. Mandatory and Referred frequently are used interchangeably, for instance, though the one refers to a person's original eligibility for the GAIN program while the other reflects the mode by which a participant becomes a college student. Because of this confusion and because of minimal

reporting of these categories, tabulation of the Phase 2 data for these categories is not meaningful.

GAIN Service Use

AB 2580 (Statutes of 1985, Chapter 1025), the legislation establishing GAIN, defined the range of services that the program provides. These include job services, such as job-search workshops and employment training; education and training services, such as English as a Second Language and vocational education; and support services, such as child care and transportation. Appendix B lists the entire range of GAIN services and their definitions.

Phase 1 interviews revealed that most colleges do not keep automated records of the GAIN services used by each student. Contact-hours per student, for instance, seldom are available. However, to get a general notion of the college-based GAIN services operating throughout the system, we asked colleges to indicate in Phase 2 which services are provided to *at least some* GAIN participants. This includes services to enrolled students as well as to non-student GAIN participants (such as persons referred to a college for vocational assessment only).

Sixty-one colleges identified the GAIN services used by at least some participants. Table 4 ranks the services by frequency of colleges reporting. Again, this does not indicate the exact number of participants using the services, but rather the number of colleges providing services to GAIN participants.

Table 4 shows that the system as a whole provides the entire spectrum of GAIN services, from education and training to job and support services. The services most frequently used by at least some GAIN students are vocational education and English as a Second Language; over three-fourths of responding colleges reported that GAIN participants used these services (88.5% and 80.3%, respectively). Over one-half of the respondents also reported use of Adult Basic Education/General Educational Development instruction and personal counseling (55.7% and 62.3%, respectively). A little less than one-half (44.3%) reported GAIN participant use of vocational assessment and child care services at the college.

Use of Community College Support Programs

The California Community Colleges offer a broad range of support services to students, either to the student body at large or to specific categories of students, such as those who are disabled or economically disadvantaged. The number of services available varies from campus to campus. The support programs most commonly available are Cooperative Agencies Resources for Education (CARE), Career Centers, Child Care, Counseling Centers, Disabled Student Programs

Table 4
Ranking of GAIN Services Used at
Community Colleges by GAIN Participants*

GAIN Service	Number of Colleges	% of the 61 Colleges that Could Identify Service Use
Vocational Education	54	88.5
ESL	49	80.3
ABE/GED	38	62.3
Personal Counseling	34	55.7
Assessment/Employment Development Plan	27	44.3
Child Care	27	44.3
Employment Counseling	25	41.0
Short-Term Job Training	18	29.5
Ancillary Expenses	16	26.2
Job Placement	15	24.6
Transportation	14	23.0
Vocational ESL	12	19.7
Job Development	11	18.0
Initial Appraisal	11	18.0
Job Club/Supervised Job Search	8	13.1
Unsupervised Job Search	7	11.5
Short-Term PREP	6	9.8
Long-Term PREP	5	8.2
On-the-Job Training	3	4.9
Supported Work (*Grant Diversion*)	1	1.6
Transitional Employment (*Grant Diversion*)	1	1.6

*These data indicate services used by at least some GAIN participants at a college, but do not reflect *how many* participants are using each service. See Appendix C for definitions of GAIN services.

and Services (DSP&S), Extended Opportunity Programs and Services (EOPS), Financial Aid, Transportation Services, and Tutoring.

Statistics on GAIN student use of such support programs (Table 5) are even more problematic than data on student use of GAIN services. Colleges typically collect data through their management information systems on student use of certain support programs such as Financial Aid or EOPS. However, the lack of a GAIN identifier in the database for most colleges means that any compilation of information about GAIN students must be done by hand or through special programming. Furthermore, student-use records for some services are not comprehensive, so that any statements about GAIN student involvement with college support programs will be incomplete.

TABLE 5
Ranking of College Support Programs Used by GAIN Participants*

Program	Number of Colleges	% of the 62 Colleges that Could Identify Program Use
Financial Aid	61	98.4
EOPS	60	96.8
Counseling	58	93.5
Tutoring	57	91.9
Career Center	45	72.6
DSP&S	41	66.1
Child Care	37	59.7
CARE	30	48.4
Transportation Programs	13	21.0
Other	8	12.9

* These data indicate programs used by at least some GAIN participants at a college, but do not reflect *how many* students are using each program.

Because of these limitations, Table 5 requires careful interpretation. As with GAIN services, we simply asked college GAIN staff to identify the programs that they know GAIN students actively utilize; Table 5 does **not** show how many students are using each support program or the extent of their contact. Also, all colleges do not offer all of these programs, which means that some support services may be reported more often because of greater general availability within the system at large.

Although the extent of GAIN student involvement is not clear, the survey does suggest their involvement in all main categories of student services. Sixty-two colleges identified the support programs their students are using. Over 90 percent of these report GAIN student participation in four programs: Financial Aid, EOPS, Counseling, and Tutoring (Table 5). Nearly three-fourths (72.6%) report that GAIN students use the campus Career Center. Over one-half report that GAIN students use DSP&S and campus child care (66.1% and 59.7%, respectively).

Contracted Services

Table 6 lists the GAIN services (as defined in the legislation) most frequently provided in all contracts with colleges. Of those colleges with a GAIN contract (58 colleges), the most commonly contracted services are Adult Basic Education (ABE), English as a Second Language (ESL), and General Educational Development (GED) instruction. Half or more of the colleges with GAIN contracts provide at least one of these three services.

An analysis of services provided by specific contract sources indicates that the primary services contracted with JTPA 8%-50% funds are also ABE, ESL, and GED. (JTPA 8%-50% monies are designated specifically for these purposes.) Colleges with a GAIN Excess Costs contract use the money most often for monitoring and reporting (96.4% of these colleges). The service most frequently provided through GAIN Services contracts is GAIN vocational assessment (provided by 81.8% of colleges with such a contract).

Table 6
GAIN Services Most Frequently Provided Under Contract

	Contract Type				
	JTPA 8%-50%	**GAIN Excess Costs**	**GAIN Services**	**Other***	**All Contracts**
Colleges with Contracts (Number and % of Total)	32 55.2%**	28 48.3%**	22 37.9%**	7 12.1%**	58 100%**
Most Frequently Contracted Services	1) ABE (Provided by 31 colleges, or 96.9% of those with a JTPA 8%-50% contract.)	1) Monitoring & Reporting (Provided by 27 colleges, or 96.4% of those with a GAIN Excess Costs contract.)	1) Assessment/EDP (Provided by 18 colleges, or 81.8% of those with a GAIN Services contract.)	1) Vocational Education (Provided by 6 colleges, or 85.7% of those with Other contracts.)	1) ABE (Provided by 32 colleges, or 55.2% of those with a GAIN contract of any type.)
	2) ESL (31 colleges – 96.9%)	2) Books & Supplies (16 colleges – 57.1%)	2) Employment Counseling (5 colleges – 22.7%)	2) Employment Counseling (5 colleges – 71.4%)	2) ESL (32 colleges – 55.2%)
	3) GED (28 colleges – 87.5%)	3) Space & Equipment (16 colleges – 57.1%)	3) Initial Appraisal; Personal Counseling; Job Placement; Job Development (4 colleges – 18.2%)	3) Personal Counseling; Job Club/Supervised Job Search; Job Placement; Job Development (4 colleges – 57.1%)	3) GED (29 colleges – 50.0%)

*JTPA 78%, GAIN Performance-Based Instruction, Vocational Education Special Projects.
**Some colleges have more than one type of contract.

GAIN Funding: Statewide Totals

There are a variety of funding sources available for GAIN in the California Community Colleges. GAIN monies enter the colleges through regular State apportionment, special State apportionment, or through local contracts negotiated by college districts. Apportionment funds are allocated to districts for regular GAIN student Average Daily Attendance (ADA). Special apportionment funds (State Budget Action, Section 22 monies) are distributed to districts for "Additional GAIN ADA" (GAIN ADA that exceeds both Maintenance of Effort and funding cap limits); eligible colleges may receive Additional GAIN ADA funds upon application to the Chancellor's Office and the State Department of Social Services (SDSS). Local contract monies generally come from State GAIN funds administered by local welfare departments and SDSS or from Job Training Partnership Act (JTPA) funds administered by JTPA Service Delivery Areas and the State education agencies.

Table 7 summarizes the survey findings on GAIN contracts, together with dollar amounts calculated from ADA reports and Additional GAIN ADA allocations. We requested colleges to report "all 1988-89 funding sources specifically contracted for GAIN services," even if not all of the contract funds were expended. We excluded contracts that are not GAIN-specific (i.e., that serve non-GAIN clients also). The ADA calculations are based on Second Period reports, and are therefore preliminary; final reports were not available at the time of publication.

Statewide, $26.6 million was generated through GAIN apportionment and contracts in California Community Colleges in 1988-89 (Table 7). Nearly one-half of this amount ($12.4 million) was regular GAIN ADA money, and another one-tenth ($2.6 million) was Additional GAIN ADA money. Thus, the largest segment of GAIN funding (almost $15 million) was money generated through either the regular or special apportionment processes.

Almost one-fourth of the total (almost $6 million) was GAIN contract money negotiated locally, with approval from SDSS. This was primarily in contracts with county welfare departments for GAIN Services (such as vocational assessment) and for GAIN Excess Costs (such as extra costs associated with reporting GAIN student information to the welfare department). One-fifth of all funds (20.1% – $5.3 million) was JTPA State Education Coordination Grant monies, also known as JTPA "8%-50%" monies.

Fifty-eight community colleges reported at least one GAIN contract (Table 7). This was about three-fourths of the 74 colleges that reported GAIN students. (It also included a few colleges that had no GAIN students at the time of the survey, but were implementing contractual arrangements for their programs.) About one-half the colleges with contracts had a JTPA 8%-50% contract and/or

TABLE 7
Funding for GAIN in the Community Colleges – 1988-89

Funding Source	Number of Colleges with One or More Contracts	Amount	% of Contract Funds	% of Apportionment Funds	% of Total Funds
CONTRACTS					
JTPA 8% 50%	32	$5,346,142	46.0	--	20.1
JTPA 78%	2	240,380	2.1	--	0.9
GAIN Services	22	2,754,693	23.7	--	10.4
GAIN Performance-Based Instruction	3	349,532	3.0	--	1.3
GAIN Excess Costs	28	2,909,857	25.1	--	10.9
Other	2	14,228	0.1	--	0.1
SUBTOTAL	**58**	**$11,614,832**	**100.0**	--	**43.6**
APPORTIONMENT*					
ADA	--	$12,426,115	--	82.9	46.7
Additional ADA	--	2,570,790	--	17.1	9.7
SUBTOTAL	--	**$14,996,905**	--	**100.0**	**56.4**
GRAND TOTAL	--	**$26,611,737**	--	--	**100.0**

* Apportionment amounts are based on preliminary data from Second Period CCFS 320 ADA Reports; Annual Report data were not available at publication time.

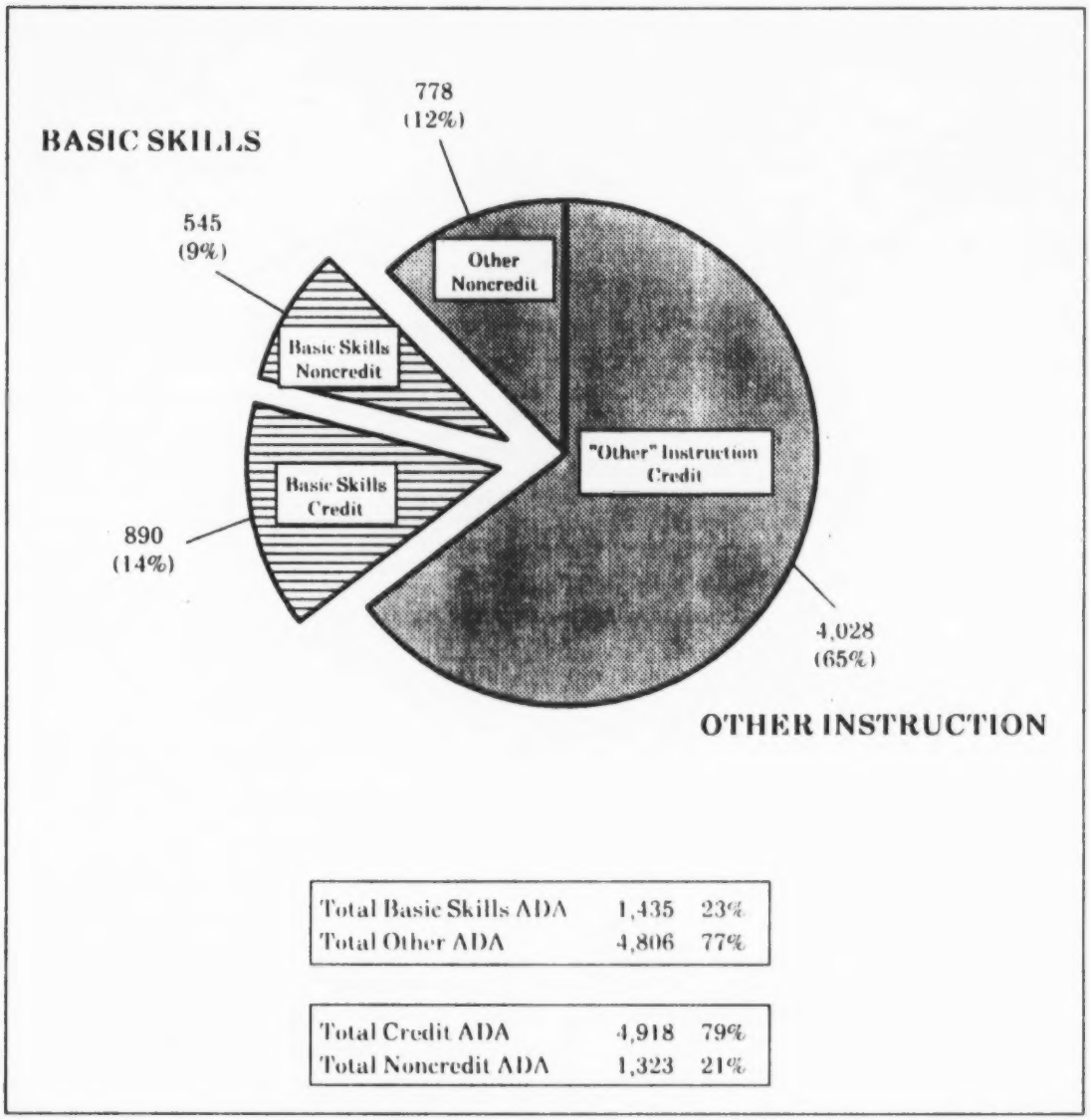
a GAIN Excess Costs contract, and over one-third had a GAIN Services contract.

GAIN ADA Distribution: Credit/Noncredit; Basic Skills/Other Instruction

Figure 1 illustrates the total ADA generated by GAIN students in 1988-89. (Note that the numbers are units of ADA, not dollars; the monetary proportions will differ, since credit and noncredit ADA units are funded at different levels.) The ADA "pie" (Figure 1) shows that basic skills instruction accounts for only about one-fourth (23%) of all GAIN ADA generated, with the remainder (77%) generated by other types of instruction. Furthermore, both basic skills ADA and "other" ADA were generated mainly in credit courses: basic skills credit instruction produced 890 ADA, or 62 percent of all basic skills ADA; for-credit "other" instruction produced 4,028 ADA, or 84 percent of all "other" ADA.

Figure 1

1988-89 Apportionment Funding
Total GAIN ADA: 6,241

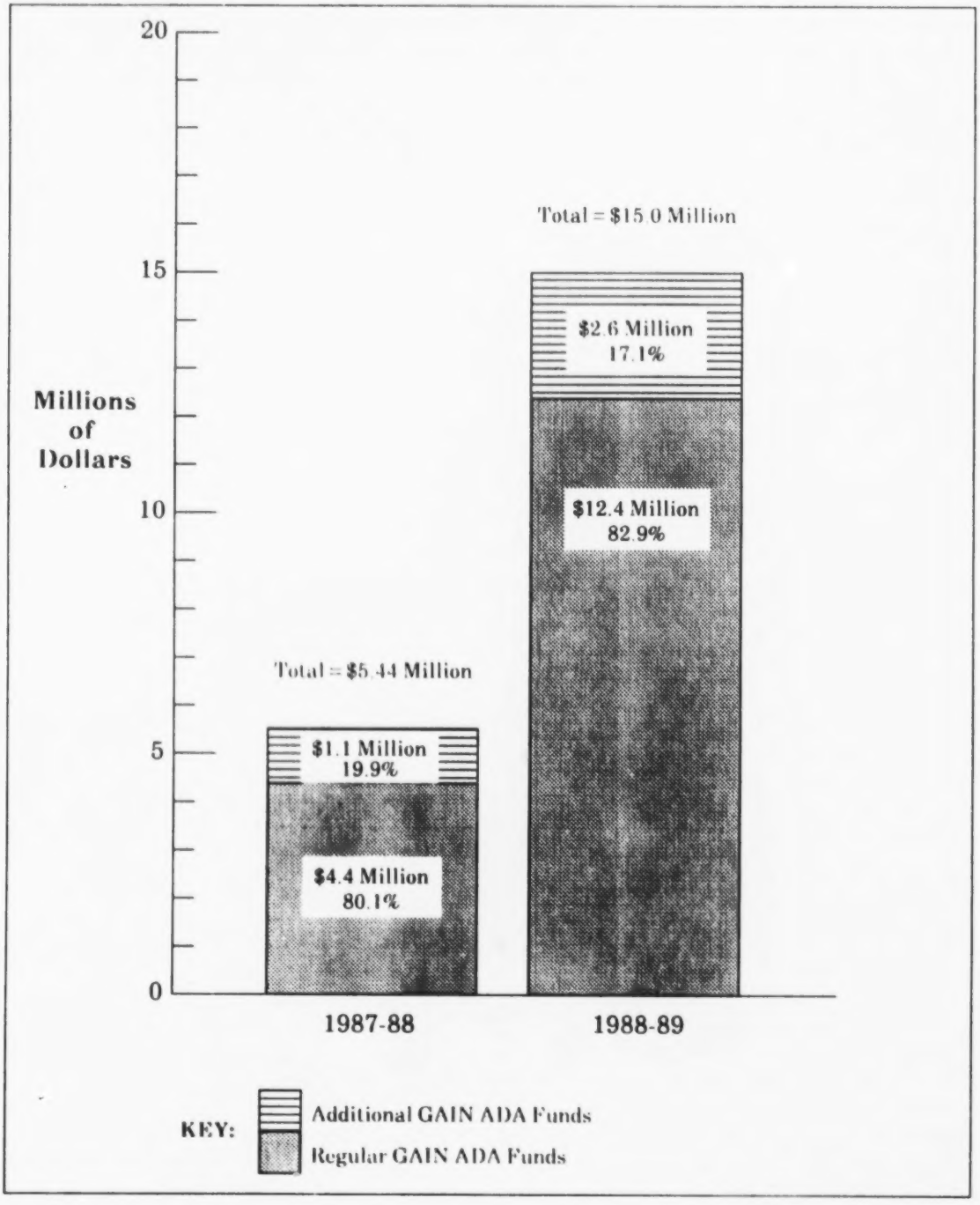


Total Basic Skills ADA	1,435	23%
Total Other ADA	4,806	77%

Total Credit ADA	4,918	79%
Total Noncredit ADA	1,323	21%

Figure 2

GAIN Apportionment Growth
1987-88 to 1988-89



1987-88 to 1988-89 GAIN ADA Growth

Figure 2 shows the growth in GAIN ADA funds from 1987-88 to 1988-89. Total ADA revenues increased 177 percent, which means they almost tripled in just one year. The relative proportion of regular GAIN ADA monies to Additional GAIN ADA monies remained about the same (regular GAIN ADA comprised over 80 percent of all apportionment revenues in both years).

IV. SUMMARY AND IMPLICATIONS

The GAIN program is an ambitious, far-reaching attempt by the State of California to combat welfare dependency and to promote full employment. The 1988-89 survey conducted by the Chancellor's Office provides an informative view of GAIN in the community colleges as it exists during these critical first years of implementation. While comprehensive statistics about GAIN will not be available until the Chancellor's Office Management Information System has been fully implemented, the present data nevertheless are useful indicators of program trends and issues for the colleges in the areas of growth, service delivery, and interagency coordination and data availability.

Growth

Community colleges have experienced tremendous growth in numbers of enrolled GAIN students as full implementation of the program occurs throughout the state. The GAIN Survey/Study released by the Chancellor's Office in March 1988 found approximately 2,000 GAIN students statewide in 1986-87, whereas the 1988-89 survey counted 15,554 students. This represents nearly an eight-fold increase in two years. And, the 1988-89 figure undercounts the true size of the GAIN student population, since many counties and colleges do not yet have comprehensive procedures for monitoring GAIN students.

College GAIN funding also has grown rapidly in amount and complexity. Funding sources for 1988-89 increased significantly over the previous year. Regular GAIN ADA revenue almost tripled in this period, from $4.3 million to $12.4 million. Additional GAIN ADA monies more than doubled, from $1.2 million to $2.5 million. And JTPA 8%-50% funding grew during this time from about $3.5 million to $5.3 million. In addition to the numerical increase in funds, the survey documented a diversity of funding sources. Regular GAIN ADA, although it is the largest single source of college GAIN revenue, comprised less than 50 percent of the $26.6 million in 1988-89 college GAIN funds. Additional GAIN ADA added another 10 percent to college financial resources. Local contracts made up over 40 percent of the total. About 20 percent of the total originated in federal JTPA sources.

Colleges should expect further growth in the GAIN program as a result of the federal Family Support Act of 1988. The Act created the Job Opportunities and Basic Skills (JOBS) program, which mandates nationwide welfare reform similar to the GAIN effort legislated in California. It expands the categories of welfare clients who must participate in welfare reform programs, thereby increasing potential community college GAIN student enrollment.

California will continue to operate GAIN, but will incorporate the expanded categories and other JOBS requirements into the program. JOBS also will change funding structures by supplementing State GAIN resources with federal "matching" dollars. The challenge to the Chancellor's Office will be to secure additional funds to accommodate the growth in GAIN clientele, both from State sources and by acquiring available federal dollars.

Comprehensive Service Delivery

The GAIN legislation requires provision of basic skills instruction, vocational education, employment training, child care, transportation, vocational assessment, and other services. The survey shows that GAIN participants are using the full complement of GAIN-legislated services in the college system as a whole. This makes community colleges unique among service providers in the comprehensiveness of their GAIN offerings.

The contrast between the community college involvement in GAIN and that of other service systems is important to note. The adult schools, for instance, primarily provide basic skills instruction. Agencies in the JTPA system usually focus on job training. In community colleges, however, almost 90 percent of survey respondents report both Self-Initiated and Post-Assessment GAIN participants in vocational education. Eighty percent report participants in ESL classes. Over 60 percent have GAIN students in ABE and GED instruction. Over 50 percent of respondents report GAIN participants in personal counseling, and other GAIN services are in use to varying degrees.

This broad range of GAIN services provided by community colleges requires the Chancellor' s Office to attend to a wide spectrum of issues as State and federal JOBS regulations are fused. As it participates in discussions with other agencies, the Chancellor's Office has an opportunity to reshape the program's regulatory structure and to refine program components. Chancellor's Office staff will seek involvement and feedback from college GAIN personnel during this important phase to assure that revised regulations will more adequately address the needs of the community college population.

Interagency Coordination and Data Availability

The ability of community colleges to monitor GAIN student progress and to refer students to appropriate services requires county welfare departments to

share information about who the GAIN participants are and what services they need. Presently, three-fourths of the community colleges are involved with GAIN, and many of them are collaborating with county welfare departments and other GAIN agencies to develop innovative methods for GAIN-participant identification, referral, and service delivery. The survey found that some colleges, for example, have organized formal consortia to coordinate local services and to facilitate communication with welfare departments. Others have established "GAIN Centers" on campus and provide office space at the college for GAIN specialists from the welfare department. Still others have developed special computer software to follow and assist GAIN participants. A much greater body of data now exists on campuses and in the system to identify who GAIN students are, what services they receive and how those services are financed.

Nonetheless, greater coordination is needed. First, the actual number of GAIN participants statewide cannot be determined at this time because of limited capabilities to systematically identify and follow GAIN students. Many colleges report that they do not track self-initiated GAIN students, or GAIN students in vocational education, or both. This is partly because some county welfare departments are unable or reluctant (due to confidentiality restrictions) to provide comprehensive GAIN participant records to the colleges, and partly because some colleges have not established internal tracking and reporting systems.

Second, confusion about GAIN participant categories as defined in the legislation further complicates identification and referral problems. Self-initiated status, for example, merely refers to a GAIN participant's mode of entry into college: Self-initiated students enrolled in college before registering for GAIN. Many GAIN staff, however, use this term interchangeably with Voluntary, which refers to a person's original eligibility for the GAIN program. (A Voluntary GAIN participant is not required to participate in GAIN services in order to retain his or her welfare benefits, but chooses to do so anyway. A Self-initiated participant can be either Voluntary or Mandatory.) Statewide statistics using these terms are meaningless because of the lack of uniform record-keeping definitions; most colleges in the survey indicated they could not track students according to the definitions in the law.

Third, even those colleges that have fully identified their GAIN students often do not have the capacity to report more specific demographic and performance-related data (such as grade-point average), except perhaps on a student-by-student basis. If such information is collected, it is often not retrievable; the survey showed that colleges that do record such statistics often do so in paper files rather than in the computerized management information system. The best method for GAIN student tracking would be to connect GAIN information to each college's automated student record system by means of a GAIN identifier. However, only 27 colleges had GAIN records linked in this manner

at the time of the survey. Given this situation, the new statewide Management Information System under development by the Chancellor's Office will provide much-needed guidance and uniformity to GAIN record-keeping tasks.

Clearly the Chancellor's Office must continue to identify and clarify models of interagency cooperation that make possible the comprehensive identification and reporting of GAIN students. In addition, the Chancellor's Office needs to assure that colleges adopt a GAIN identifier in their management information systems, to allow internal reporting of GAIN student demographic and performance data. Staff needs to encourage the improved understanding of GAIN definitions and to foster reporting networks that produce data that are consistent, meaningful, and valid.

To that end, the Chancellor's Office will continue to provide technical assistance through the annual **Partnerships for GAIN** conference, that it co-sponsors with the State Department of Education and the State Department of Social Services. The conference promotes cooperation among the many GAIN service providers by giving them a forum to share effective practices for the delivery of education services. *College GAIN News*, a technical assistance bulletin published by the Chancellor's Office, also is designed to share information and resources for resolving problems and issues in the community colleges. Finally, staff will continue to meet with other State agencies to identify problems that impede coordination and to promote practices that improve cooperative service delivery.

APPENDIX A

Survey Response Frequencies

Number of colleges in system: **108** (including North Orange Adult)

Number of colleges responding to Phase 1: **108**

Number of colleges responding to Phase 2: **92**

Students

Number of colleges reporting at least some GAIN students (Phase 1): **90**

Number of colleges who submitted GAIN student counts (Phase 2): **74** (some with GAIN students didn't respond to Phase 2)

Number of colleges responding (Phase 2), who had no GAIN students 1988-89: **18**

Services

Number of colleges responding (Phase 2), who reported students but could not identify services they received: **13**

Number of respondents who could identify the GAIN services their students received (92-18-13 =): **61**

Number of respondents who could identify the community college support services their students received: **62**

Funding

Number of colleges with one or more GAIN-specific contracts: **58**

APPENDIX B

Legislative Definitions of GAIN Services
(Excerpted from AB 2580)

Job Services

1. Job Club/Supervised Job Search

Consists of both of the following: Job search workshops which shall be group training sessions where participants learn various job finding skills, including training in basic job seeking skills, job development skills, job interviewing skills, understanding employer requirements and expectations, and how to enhance self-esteem, self-image, and confidence.

Supervised job search, which shall include, but not be limited to, access to phone banks in a clean and well-lighted place, job orders, direct referrals to employers, or other organized methods of seeking work which are overseen, reviewed, and criticized by a trained employment professional.

2. Unsupervised Job Search

Individual seeks work in his or her own way, and make periodic progress reports no less frequently than every two weeks to the county welfare department or the agency contracting with that department.

3. Job Placement

Referrals to jobs, including but not limited to, those listed by employers with the State Job Service.

4. Job Development

Active assistance in seeking employment provided to a participant by a trained employment professional on a one-to-one basis.

5. Employment Counselling

Counselling aimed at helping a person reach an informed decision on an appropriate employment goal.

Education and Training Services

10. Initial Appraisal

Initial process supervised by the county welfare department (CWD) to collect information to determine appropriate participant contracts; includes registration, basic skills appraisal (educational agencies may conduct basic skills appraisal under contract to CWD) and referral to appropriate educational and support services.

11. Assessment; Employment Development Plan

A participant shall work with the county welfare department to initiate the development of an employment plan. In developing the employment plan pursuant to this subdivision, the county and the participant shall develop an assessment of the skills and needs of the participant, which shall include at least all of the following:

(a) The participant's work history, including an inventory of his or her employment skills, knowledge, and abilities.

(b) The participant's educational history and present educational competency level.

(c) The participant's need for supportive services in order to obtain the greatest benefit from employment and training services.

(d) The employment goals of the participant, and an evaluation of the chances for the achievement of these goals given the current potential skills of the participant and the local labor market conditions.

(e) A goal to be attained upon completion of the program, including the period of time it will take to achieve this goal, and the resources available under this program for the attainment of the goal. This assessment shall be done by a person qualified by education or experience to provide counselling, guidance, assessment, or career planning.

Support Services

6. Transportation

Costs shall be paid for every participant to and from his or her job or training assignment.

7. Child Care

Paid child care shall be available to every participant with a child under 12 years of age who needs it in order to participate in the program component to which he or she is assigned.

8. Ancillary Expenses

Include the cost of books, tools, clothing, fees, and other necessary costs of a work or training assignment.

9. Personal Counselling

Participant who has personal or family problems that would affect the outcome of the employment plan shall receive necessary counselling or therapy to help him or her and his or her family adjust to his or her job or training assignment.

12. Adult basic education (ABE), GED

Pre-employment basic education, including reading, writing and arithmetic necessary for employment or job training, including high school proficiency.

13. English as a Second Language (ESL)

Instruction in English for non-English speaking participants.

14. Vocational English as a Second Language (VESL)

Intensive instruction in English for non-English speaking participants, coordinated with specific job training.

15. Job Training (Short Term)

Training in employer-specific job skills in a classroom or on-site setting.

16. Community College (Vocational) Education

Community college education that provides sufficient employment skills training that can reasonably be expected to lead to employment.

17. On-the-Job Training

Subsidized employment in which a participant receives job skills training from an employer on an actual job; can be subsidized via grant diversion (See Item 19).

18. Pre-Employment Preparation (Short and Long Term)

Non-salaried work for a public or non-profit agency that provides the participant with either of the following:

(a) Basic pre-employment preparation, which shall provide work behavior skills and a reference for future unsubsidized employment.

(b) Advanced pre-employment preparation, which shall provide on-the-job enhancement of existing participant skills in a position related to a participant's experience, training, or education.

A short-term pre-employment preparation assignment shall be for not longer than three months.

A long-term pre-employment preparation assignment shall not exceed one year.

19. Grant Diversion (Subsidize Supported Work or Transitional Employment)

"Grant diversion" subsidizes supported work, transitional employment, or on-the-job training. The recipient's cash grant, or a portion thereof, or the welfare grant savings from employment, is diverted to the employer as a wage subsidy.

"Supported Work" is a transitional work experience program in which an intermediary service provider offers intensive basic training for long-term recipients with little or no employment history or marketable skills.

"Transitional Employment" is training and/or employment in a work setting arranged for and/or provided by an intermediary service provider that offers training and experience for participants who have some marketable skills or a history or employment.

APPENDIX C

1988-89 GAIN SURVEY - APPENDIX C - STUDENT ENROLLMENT AND CHARACTERISTICS BY DISTRICT [1]

	TOTAL	ethnicity							gender		age				
DISTRICT		AMERIND	AS/PI	BLACK	WHITE	HISP	FILIP	OTHER	FEMALE	MALE	>20	20-24	25-39	40-49	50+
ALLAN HANCOCK	425														
BUTTE	458														
CABRILLO	63	2	2	2	43	14	0	0	62	1	2	13	44	2	0
CHAFFEY	261	7	10	40	87	96	4	17	212	49	20	40	161	35	5
COAST	145														
CONTRA COSTA	217														
DESERT	105	2	0	3	41	59	0	0	93	12					
FEATHER RIVER	28	1	0	0	26	1	0	0	18	10	0	1	24	2	1
FOOTHILL-DE ANZA	326	3	38	37	121	41	5	2	236	73	22	35	152	21	5
GAVILAN	74	0	0	0	26	39	0	9	68	6	4	15	32	5	0
GROSSMONT-CUYAMACA	359	5	13	33	257	47	3	1	302	57	24	45	233	51	6
HARTNELL	360	4	0	16	68	243	3	11	261	84	24	110	206	15	5
IMPERIAL	199	0	0	5	35	159	0	0	168	31	4	12	129	36	18
KERN	364	11	13	52	207	70	3	8	272	92	2	36	253	47	2
LASSEN	56								32	24	2	3	29	20	2
LOS ANGELES	716	2	17	250	40	138	1	3	379	78	0	6	271	141	39
LOS RIOS	77	4	3	17	37	10	0	6	63	14					
MARIN	11	0	4	1	5	1	0	0	6	5	0	1	7	3	0
MERCED	719														
MIRA COSTA	316														
MT. SAN JACINTO	112	2	5	7	70	28	0	0	75	37	13	19	68	10	2
NAPA	88	0	0	2	80	5	1	0	77	11	2	11	67	7	1
NORTH ORANGE COUNTY	185	1	60	8	58	57	0	1	110	75	0	0	2	0	0
PALO VERDE COLLEGE	2														
PALOMAR	169	6	8	9	115	22	3	6	118	51	36	28	88	13	4
PASADENA	260														
PERALTA	46	0	0	33	4	1	0	8	43	3	0	3	33	8	2
RANCHO SANTIAGO	311														
RIVERSIDE	79														
SAN BERNARDINO	2														
SAN DIEGO	1557	12	279	459	232	357	43	3	1014	425	14	28	83	0	0
SAN FRANCISCO	227														
SAN JOAQUIN DELTA	849														
SAN JOSE	383	0	142	54	63	105	2	17	241	142	28	58	230	58	9
SAN MATEO	131	1	8	32	52	30	3	5	118	13	2	23	89	14	3
SANTA BARBARA	115	0	9	10	43	51	0	2	98	17	0	30	72	10	3
SHASTA	603	60	95	6	394	14	0	34	295	308	0	66	417	78	42
SIERRA	145								126	19					
SISKIYOU	48	2	6	3	36	1	0	0	27	21	0	2	33	11	2
SONOMA COUNTY	575	29	42	19	304	40	0	14	329	131	60	52	292	48	8
SOUTHWESTERN	275	5	11	39	87	122	5	6	222	53	27	39	177	27	5
STATE CENTER	834	19	135	92	269	281	5	33	483	351	23	100	507	93	11
VENTURA	199	2	6	16	100	66	7	2	169	30	0	20	67	10	2
VICTOR VALLEY	479														
WEST KERN	69	0	1	0	65	3	0	0							
WEST VALLEY-MISSION	202	1	27	23	103	43	5	0	181	21	42	54	90	12	4
YOSEMITE	1516	16	424	58	662	289	4	63	713	713	24	10	125	1062	295
YUBA	814	31	80	28	555	113	0	7	467	347					
STATEWIDE TOTALS	15554	228	1438	1354	4285	2546	97	258	7078	3304	375	860	3981	1839	476

(1) Sums for individual rows may not add up to total because of incomplete reporting of student characteristics. Districts that did not report GAIN students are omitted.

1988-89 GAIN SURVEY - APPENDIX C - GAIN CONTRACT FUNDING BY DISTRICT (1)

DISTRICT	JTPA 8%-50%	GAIN SERVICES	EXCESS COSTS	OTHER	TOTAL
ALLAN HANCOCK	$123,481		$29,360		$152,841
BUTTE	$58,391	$108,870			$167,261
CABRILLO			$15,000	$74,084	$89,084
CHAFFEY	$50,000				$50,000
COAST	$129,773				$129,773
DESERT				$139,532	$139,532
FEATHER RIVER	$8,942	$25,129			$34,071
FOOTHILL-DE ANZA		$75,000	$160,152	$210,000	$445,152
GAVILAN			$40,750		$40,750
GLENDALE	$50,430				$50,430
GROSSMONT-CUYAMACA		$128,214			$128,214
HARTNELL	$219,490				$219,490
IMPERIAL		$116,990			$116,990
KERN		$195,600			$195,600
LASSEN		$4,100			$4,100
LONG BEACH	$169,566				$169,566
LOS ANGELES	$1,937,964		$707,059		$2,645,023
MERCED		$4,460	$219,750		$224,210
MIRA COSTA	$117,204		$53,175		$170,379
MT. SAN ANTONIO	$37,500				$37,500
MT. SAN JACINTO	$91,836				$91,836
NAPA		$33,580			$33,580
NORTH ORANGE COUNTY	$66,642	$38,000			$104,642
PALOMAR		$102,307			$102,307
PASADENA	$130,518				$130,518
PERALTA		$134,829			$134,829
RANCHO SANTIAGO	$213,148				$265,648
RIVERSIDE			$8,842		$8,842
SAN DIEGO	$474,809	$468,140	$904,926		$1,847,875
SAN FRANCISCO	$56,000		$322,407		$378,407
SAN JOAQUIN DELTA	$290,588				$290,588
SAN JOSE			$130,064		$130,064
SANTA BARBARA	$31,654		$27,089		$58,743
SHASTA	$155,167				$155,167
SIERRA		$91,200			$91,200
SISKIYOU		$26,038			$26,038
SONOMA COUNTY	$125,260		$31,610		$156,870
SOUTHWESTERN		$206,981			$206,981
STATE CENTER		$420,065	$51,500		$471,565
VENTURA		$80,500		$166,296	$246,796
VICTOR VALLEY	$240,000				$240,000
WEST VALLEY-MISSION			$92,105	$14,228	$106,333
YOSEMITE	$370,697				$370,697
YUBA	$197,082	$443,190	$116,068		$756,340
STATEWIDE TOTALS	$5,346,142	$2,754,693	$2,909,852	$604,140	$11,614,832

(1) These data represent revenue generated, not actual expenditures, for GAIN-specific contracts only (contracts that also served other clients were excluded from the survey). Districts that did not report GAIN contracts are omitted.

1988-89 GAIN SURVEY - APPENDIX C - GAIN AVERAGE DAILY ATTENDANCE (ADA) BY DISTRICT (1)

DISTRICT	GAIN ADA		
	CREDIT	NONCREDIT	TOTAL
ALLAN HANCOCK	59.90	21.58	81.48
BUTTE	153.16	5.70	158.86
CABRILLO	24.95	0.00	24.95
CHAFFEY	2.86	44.98	47.84
COAST	3.00	15.00	18.00
CONTRA COSTA	82.00	0.00	82.00
DESERT	0.00	23.22	23.22
FEATHER RIVER	5.02	0.00	5.02
FOOTHILL-DEANZA	155.61	0.74	156.35
GAVILAN	52.11	0.00	52.11
GROSSMONT-CUYAMACA	144.99	0.00	144.99
IMPERIAL	69.92	0.00	69.92
KERN	138.21	1.59	139.80
LOS ANGELES	172.36	89.52	261.88
MENDOCINO-LAKE	7.38	0.05	7.43
MERCED	361.20	181.17	542.37
MIRA COSTA	0.00	48.81	48.81
MT. SAN JACINTO	20.35	0.69	21.04
NAPA VALLEY	77.17	0.10	77.27
NORTH ORANGE	0.00	10.69	10.69
PALOMAR	84.00	3.00	87.00
RANCHO SANTIAGO	0.55	15.45	16.00
RIVERSIDE	168.00	0.00	168.00
SAN DIEGO	0.00	500.00	500.00
SAN JOAQUIN DELTA	240.00	4.01	244.01
SAN JOSE-EVERGREEN	254.58	0.00	254.58
SAN LUIS OBISPO	12.31	0.00	12.31
SAN MATEO	58.04	0.00	58.04
SANTA BARBARA	58.22	25.00	83.22
SHASTA-TE-TR	142.62	7.90	150.52
SIERRA	91.41	0.00	91.41
SISKIYOU	8.62	0.00	8.62
SONOMA	166.93	46.44	213.37
SOUTHWESTERN	225.20	0.00	225.20
STATE CENTER	798.98	97.70	896.68
VENTURA	145.17	0.00	145.17
VICTOR VALLEY	0.00	67.33	67.33
WEST HILLS	7.62	2.52	10.14
WEST KERN	28.01	0.46	28.47
WEST VALLEY-MISSION	180.58	0.21	180.79
YOSEMITE	68.84	76.94	145.78
YUBA	648.52	32.43	680.95
STATEWIDE TOTALS	4,918.39	1,323.23	6,241.62

(1) Numbers are units of ADA; they do not reflect approved GAIN funding. Districts that did not report GAIN ADA are omitted.

Source: Chancellor's Office 1988-89 Second Period CCFS-320 Apportionment Attendance Report. Annual Report data were not available at publication time.

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